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ABSTRACT

The Massachusetts "Day Care Consumer Profile" describes the consumers of publicly subsidized day care in the Department of Social Services' Day Care Program. The Department of Social Services which is the Title XX Agency in Massachusetts, serves over 13,000 children across the state in contracted day care programs. The "Profile" contains information on both the reasons for which families use publicly subsidized day care, and the income of those families. It also describes the Department's newly implemented sliding fee scale for day care, and the eligibility requirements for publicly subsidized day care. The study through which the "Profile" data were collected found that over half of the families using publicly supported day care receive Aid for Families with Dependent Children (AFDC), and that 74% of the day care consumers either are employed or participate in employment directed training programs. This figure is almost identical for both the AFDC recipient population and the non-recipient population. The "Profile" also includes data on families which use publicly subsidized day care on a part-time basis, on families with more than one child in day care, on single head-of-household families, and on foster families using publicly subsidized day care. (Author/MP)

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# Day Care Consumer Profile

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# DAY CARE CONSUMER PROFILE

## Analysis of Subsidized Day Care Population As Of July 1, 1980


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The Commonwealth of Massachusetts

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Commissioner

# DAY CARE CONSUMER PROFILE

## Analysis of Subsidized Day Care Population As of July 1, 1980

## I. INTRODUCTION

The purpose of this report is to provide an analysis of data collected in Massachusetts on the population of consumers receiving publicly subsidized child care on July 1, 1980. The goal of the data collection was to take an accurate snapshot of the characteristics of this population. This snapshot was needed for two primary purposes: 1) to provide a baseline against which the impact of the sliding fee scale policies can be measured; and 2) to provide the Department with the information needed to evaluate and modify the day care policies and eligibility criteria which have been adopted from the Department of Public Welfare.

The characteristics of the population analyzed in this report include:

- employment status
- service need
- AFDC status
- family income
- family size

On July 1, 1980 the Department of Social Services assumed responsibility for the provision of publicly subsidized child care in the Commonwealth and immediately implemented the Sliding Fee Scale Demonstration Project. Almost all of the families receiving these services on July 1 had been determined eligible for these services under eligibility criteria established by the Department of Public Welfare. The Department of Social Services, in order to guarantee continuity of care to those families receiving services on July 1, and to guarantee that the sliding fee scale demonstration project would maintain the same level of service to low income and AFDC families, established that all of the existing slots taken over from the Department of Public Welfare would remain "maintenance of effort slots". Eligibility for entrance into these slots remained the same as it had been under the Department of Public Welfare for FY 80.

The Department of Social Services determined that any slots created in FY 81 as the result of the sliding fee scale project would be targetted in FY 81 to applicant AFDC families needing child care for employment related reasons, and to families with incomes between 50.7% and 115% of Median Income, as defined in the FY 81 CASSP.

Therefore, the data presented in this report represents a picture of the "maintenance of effort" population which passed from the Department of Public Welfare to the Department of Social Services on July 1. The report does not include any data on the population served in any sliding fee scale expansion slots. Data on this population will be collected during the evaluation of the Sliding Fee Scale Day Care Project being carried out throughout this year.

The continuation of the Department of Public Welfare policies by the Department of Social Services should not be interpreted as an unqualified endorsement of the old policies; rather this continuation was necessitated by a lack of reliable data on which to base changes in policy. The Department of Social Services Sliding Fee Scale Day Care Demonstration staff have worked on the Consumer Profile over the last three months to develop accurate, detailed data on who is receiving day care. This report describes those efforts, and presents the results of our findings and the Department's recommendations based on these findings.

## II. ELIGIBILITY FOR PUBLICLY SUBSIDIZED CHILD CARE

In order to understand the findings of the baseline study, it is necessary to understand how a family is determined eligible for child care services. Eligibility is a function of two criteria:

- income; and
- service need

A. Income Eligibility for Maintenance of Effort Slots (identical to the Department of Public Welfare income eligibility requirements). A family is income-eligible if they meet one of the following criteria:

- Income Maintenance - AFDC or SSI-DA. Any recipient of either AFDC or SSI-DA, regardless of their actual income level, who has an eligible service need for child care.

- Income Eligible - Families whose gross annual income falls below the levels indicated below. These numbers represent 50.7% of median income.

| Family Size | Income |
|---|---|
| 2 | $ 7,300 |
| 3 | 8,800 |
| 4 | 9,900 |
| 5 | 10,900 |
| 6 | 11,900 |

- Without Regard to Income - Families requiring day care services for protective reasons do not have to meet any income criteria. They are eligible regardless of their income level or source.

Please note that AFDC and SSI-DA recipients may have incomes exceeding the 50.7% level, yet their eligibility for publicly subsidized day care in maintenance of effort slots is based on the source of their income (AFDC) and not the level of income. This is the policy developed by the Department of Public Welfare in 1974, when Title XX services began, and it has been in effect ever since then.

It is important at this point to understand two of the principle policies of the Department of Social Services Sliding Fee Scale Demonstration Project: continuity of care, and mandatory fee collection. The policy of continuity of care establishes that once a family is determined eligible for services, they will remain income eligible until their income rises to the point at which the family can afford to pay the full cost of care. (This may not exceed 115% of median income.)

This policy was implemented for two reasons. First, it eliminated the disincentive (or 'notch effect') to increase earnings created by the previous income eligibility policy which required that a family pay the full cost of child care as soon as their income exceeded 50.7% of median income.

Secondly, it assured that children would continue to receive continuity of care in day care services even if their family's income rose.

The second policy is mandatory fee collection. This policy establishes that all families receiving services for employment reasons must pay a fee for that service (adjusted for family size and income.) The purposes of this policy are: 1) to assure that families pay an increasing share of the costs of care as their income rises; 2) to maximize the state's ability to provide services; and 3) to implement the Department of Social Services' legislative mandate to establish and collect fees.

While the Department of Social Services did not change the income eligibility criteria developed by the Department of Public Welfare, the implementation of the policies of continuity of care and mandatory fee collection did necessitate improved management procedures to allow providers to accurately assess an income eligible family's income. Under the Department of Public Welfare's practice, providers determined income eligibility based upon the family's declaration of their income. The Department of Social Services did not feel that this procedure was adequate. The Department of Social Services therefore now requires providers to have a family present income documentation in order to have income eligibility determined and fees assessed. The Department of Social Services requires providers to review income eligibility and documentation for each family prior to July 1.*

B. Service Need Eligibility: Once income eligibility is established, a family must also meet at least one of six service need criteria. Service needs are not prioritized. Families are served on a first come basis.

The six service need criteria which families must meet, in addition to income eligibility criteria, in order to be eligible for publicly subsidized day care are:

- to start or continue employment;
- to participate in employment-directed training or school;
- to participate in a Work Incentive Program (WIN);
- to support an incapacitated parent;
- to protect a child from abuse or neglect;
- to remedy a child's disability.

Again, the Department of Social Services has maintained the same service need criteria as the Department of Public Welfare. We have however, implemented improved management procedures for the documentation of service needs, and day care providers have received training on implementing these documentation requirements.

* Upon this review of income eligibility and documentation in June, some income eligible families were found to have incomes greater than 50.7% median income. Providers were directed not to terminate these families due to ineligible income levels, but to provide continued care and to assess appropriate fees for these families.

The following sections (III, IV, V and VI) are arranged in the following manner: The income eligibility characteristics of the population are discussed first, then the service need characteristics, and finally, additional characteristics of the specific population.

## III. CHARACTERISTICS OF THE TOTAL POPULATION IN PUBLICLY SUBSIDIZED DAY CARE

A. Income Eligibility: The total day care population met the various income eligibility criteria in the following percentages:

- Income maintenance - 55%
  - (AFDC - 54%)
  - (SSI-DA - 1%)
- Income eligible 35%
- Without Regard to Income (protective) 10%

The mean gross monthly income of the total day care population is $570.00.

B. Service Need

1. Employment Related: 75% of the day care consumer population uses day care for the following employment related reasons:

| | |
|---|---|
| • employment | 53% |
| • employment and school | 2 |
| • seeking employment | 1 |
| • employment-directed training | 18 |
| | 75% |

1.1 Employment-Directed Training: Programs such as WIN, CETA, Adult Basic Education (including graduate diploma equivalency and English as a Second Language programs) and Associate's and Bachelor's degree programs are included in this service need category.

1.2 Seeking Employment: Families using day care in order to seek employment are eligible for publicly subsidized day care since they are using day care to become employed, or to "start employment". (See first service need on page 3.) Once enrolled in day care, individuals have 30 service days in which to find a job. If by that time the individual has not found employment the family is no longer eligible.

The use of day care during the period of seeking employment or participation in a training program provides families the opportunity to become self-sufficient, either through immediate employment or employment upon completion of a training program.

2. Non-Employment Related Service Needs: Only 25% of all day care services are delivered due to non-employment related reasons. These are broken out as percentages of the total population:

- protective services 8.4%
- general developmental needs 8.4%
- disability of the child 2.0%
- incapacity of the parent 6.0%

2.1 Protective Services: Under both Department of Public Welfare and Department of Social Services policies, families using day care for protective service reasons are required to have had a 51A report filed on them, and are receiving protective service casework from the Department of Social Services. However, in FY 81 the Department of Social Services has required day care providers to obtain documentation (SOC-9) to this effect from the Department of Social Services social workers in order to determine the eligibility of the family. The children of the families represented in this study as using day care for protective reasons are enrolled in regular day care contracts. In addition to the families represented in this data as using day care for protective reasons, many more are being serviced in specifically designated protective service contracts, which were not included in this study.

2.2 General Developmental Needs: Although general developmental needs has never formally been an eligible service need criteria, this phrase, along with emotionally incapacitated parent and emotionally disabled child are, under our current findings, loosely used criteria indicating preventive-protective reasons for which day care is deemed appropriate. The Department of Social Services will closely monitor providers to assure the proper use of these service need criteria.

C. Other Characteristics

1. Part-time day care: Part-time day care (less than 30 hours per week) is used by 3% of the day care population. However, 8% of the population reported part-time service needs. Current policies do not require that providers limit families with part-time service needs to part-time day care services. However, each contracted slot must be utilized on a full-time basis, whether by one child using the slot full-time or two children both using the slot part-time.

2. Multiple Child Families: While 85% of the families in the day care population have fewer than five members, over 30% of the families receive day care for more than one child. A family may have more than one child enrolled in the same contract, in more than one contract held by the same day care agency, or in two or more different contracted agencies. In the case of families with more than one child in publicly subsidized care, the family is currently assessed a full fee for the oldest child, a half fee for the second child, and no fee for any additional children.

3. Single Heads of Household: A major sub-population within the day care population are families with single heads of household. This subpopulation is 83% of the total day care population, and is discussed specifically in a later section of this report.

4. Foster Families: Children in foster care comprise 2% of the total day care population. Approximately 20% of the foster families with foster children enrolled in publicly subsidized day care have more than one foster child enrolled. Foster children are enrolled in day care for the following reasons: employment (27%), employment-directed training (3%), physically incapacitated foster parent (3%), emotionally disabled foster child (14%), general developmental needs (16%), protective service need (35%).

We believe the figure on foster families using day care for protective service reasons represents the reason for which the child was placed in the care of a foster family, and does not indicate that a 51A has been filed on the foster parents.

However, the information collected from day care providers for this study is not adequate to fully explain the reasons for which these children are enrolled in publicly subsidized day care. This preliminary data on the use of day care by foster families raises a number of significant policy questions for the Department which will be pursued by the Department of Social Services staff and in the evaluation of the Sliding Fee Scale Demonstration.

CONCLUSIONS:

1. Publicly subsidized day care is being utilized by a low income population, more than half of whom are employed. Despite the high level of employment, 77% of the total population have incomes below 50.7% of median income.

2. Most of the child care provided is because of employment related needs. The Department must further analyze the non-employment service needs to determine if day care is the most appropriate service for these families.

## IV. CHARACTERISTICS OF THE POPULATION RECEIVING AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC) AND UTILIZING PUBLICLY SUBSIDIZED DAY CARE

A. Income Eligibility: It is important to note that families who receive AFDC are eligible for publicly subsidized day care services regardless of the level of their earned income. They are eligible on the basis of their AFDC status alone.

Profile data show that:

- 54% of the total population utilizing publicly subsidized day care services are receiving AFDC.
- Employed AFDC families earn approximately $500.00 per month in addition to their reduced monthly AFDC grant.
- Unemployed AFDC families have incomes below 40% of median income in accordance with the state's AFDC Standards of Assistance.

B. Service Need

1. Employment-related: A large portion of the AFDC population (70%) uses day care for employment related reasons.

- employment 43%
- employment and school 2%
- seeking employment 2%
- training 23%

2. Non-employment related: Families utilizing day care for non-employment related reasons account for 30% of the AFDC population.

- protective services 9%
- general development needs 11%
- disability of child 2%
- incapacity of parent 8%

C. Other Characteristics: Part time day care is used by 3.5% of the AFDC population. However, 10% of this population reported a part-time service need. Families with single parent heads of household account for 94% of the AFDC population.

## CONCLUSIONS:

1. 70% of the population in publicly subsidized day care which receives AFDC uses day care for employment related reasons. This finding should dispel some of the stereotypic misconceptions about AFDC recipients.

2. The earnings of employed AFDC families indicate that the average hourly wage earned is $3.30/hour. This salary approximates the minimum wage which will be in effect on January 1981.

3. A significant amount of the AFDC population (23%) is participating in employment-related training or educational programs. This finding suggests that some AFDC recipients are utilizing the support of AFDC as an opportunity to improve their employability through training and education.

4. Approximately two-thirds of the AFDC families using day care for non-employment related reasons (or 21% of the total AFDC population) could possibly have their needs met by other preschool programs, such as Head Start or the Department of Education special needs programs. These families use day care because of disabilities or developmental needs of the parent or child.

## V. CHARACTERISTICS OF THE POPULATION NOT RECEIVING AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC) AND UTILIZING PUBLICLY SUBSIDIZED DAY CARE

A. Income Eligibility: On July 1, 1980, 68% of the non-AFDC population utilizing day care (which constitutes 46% of the total day care population) had incomes below 50.7% median income, while 32% had incomes above that level. Of the 68%, two-thirds had incomes between 40% and 50.7% of median income.

If the Department of Social Services' sliding fee scale policy of providing continuity of care until family income reaches 115% had not been implemented on July 1, these families with incomes above and immediately below the 50.7% level would have been terminated from day care services upon provider determination that their actual income exceeded 50.7% of median income, the previous income level at which families became ineligible for publicly subsidized day care. These families would then have had to pay for the full cost of child care, approximately $55/week/preschool age child. Cost of care for an infant or toddler would be substantially higher. $55/week is 32% of the family's total income, which the data shows to be approximately $174 per week. It is reasonable to assume that the parent would have been forced to stop working in order to stay home with the child, leave the child unattended or with an older sibling, or seek a substantially lower quality of care.

The mean gross monthly income for this group was $696.00. Although the income levels of the non-AFDC population appear to be higher than the AFDC population, one must remember that the non-AFDC family does not receive the medicaid benefits or financial incentives which income maintenance (AFDC and SSI-DA) families receive.

B. Service Need:

1. Employment related: Families utilizing day care for employment reasons account for 85% of the non-AFDC population.

- employment 72%
- employment and school 2%
- seeking employment 1%
- training 10%

2. Non-employment related: Families utilizing day care for non-employment related reasons account for only 15% of the non-AFDC population.

- protective services 7%
- general developmental needs 5%
- disability of the child 1%
- incapacity of the parent 3%

C. Other Characteristics

1. Part-time day care is used by 2% of the non-AFDC population. However, 5.4% of this population reported part-time service need.

2. Families with single parent heads of household account for 66% of the non-AFDC families.

3. Two per cent of the non-AFDC population has a foster child in day care.

CONCLUSIONS:

1. Almost half (46%) of the total day care population are low income families, who do not receive AFDC.

2. Without the availability of publicly subsidized day care, it appears that a large portion of this self-supporting population would be forced to apply for AFDC.

3. The majority of non-AFDC parents use day care in order to work.

4. Compared to the other sub-populations using day care, a relatively small portion used day care for training. The explanation for this is most likely economic. These families receive no financial assistance; in most cases they must be employed in order to support themselves and their families.

5. The data clearly indicates that the D.S.S. sliding fee scale policy which assures continued day care services to families until their income reaches 115% of median income will have a particularly beneficial effect on the working families using day care who do not receive AFDC.

These families are now able to increase their incomes, and remain financially independent, which is one of the major goals of the Department of Social Services' Sliding Fee Scale Project and of all Title XX services. These families are responsible, as their income increases, for assuming gradually larger portions of the cost of their publicly subsidized day care, until their income reaches a level (115% of median income) at which they must pay the total cost.

## VI. CHARACTERISTICS OF THE SINGLE PARENT HEADS OF HOUSEHOLD POPULATION UTILIZING PUBLICLY SUBSIDIZED DAY CARE

Families with single parent heads of household are 83% of the total day care population. Only 2% of the single parent families have male heads of household.

### A. Income Eligibility:

- 77% of single head of household families have incomes below 50.7% of median income.
- 62% of single parent families receive AFDC; 38% are non-AFDC families.
- The mean gross monthly income for this sub-population is $533.

### B. Service Need:

1. Employment related: The majority of single parent families (78%) utilize day care for employment related reasons.

| | |
|---|---|
| • employment | 55% |
| • employment and school | 2% |
| • seeking employment | 2% |
| • training | 19% |

2. Non-employment related: A breakdown of the non-employment related needs for day care of the rest of this population (22%) is:

| | |
|---|---|
| • protective service | 7% |
| • general development needs | 8% |
| • disability of the child | 1% |
| • incapacity of parent | 6% |

## CONCLUSIONS:

1. Single parent heads of household are the largest sub-population of families using publicly subsidized day care.

2. In January, 1981, the minimum wage will be $3.35 per hour. Single parent families earning this minimum wage will have income below the 50.7% income eligibility level.

3. A large portion of the single parent families are low income, and a substantial number are self-supporting and receive no public assistance. These families contain only one wage earner who supports the family.

4. In terms of service needs, the single parent sub-population more closely resembles the total day care consumer population than either the AFDC or non-AFDC population.

## VII. CONTRACTED DAY CARE SLOT DISTRIBUTION BY PROGRAM TYPE

The slots available on July 1, 1980 are the same types of slots, with the same percentage per program type, as provided by the Department of Public Welfare. In order to assure continuity of care.in FY 81, the Department of Social Services contracted for the same slots among program types in the initial round of contract negotiations. The disparity among the availability of slots for specific program types was addressed in the September and January expansion of day care services.

| | | |
|---|---|---|
| July 1, 1980 | Infant slots | 1.7% |
| | Toddler slots | 2.3% |
| | Pre-school slots | 65.0% |
| | School Age slots | 19.0% |
| | Family Day Care slots | 12.0% |

Current statistics on the number of women within the labor force repeatedly emphasize the growing demand for day care, particularly for the school age child. In 1975, 36% of the children under age of 6 had working mothers; these children are now, in 1980, school age children with working mothers. Over 50% of the mothers of school age children are employed. The number of preschool age children with working mothers will increase by 63% by 1990.

CONCLUSIONS:

1. The distribution of slots among program types comes as no surprise, but the numbers dramatize the lack of past day care planning and/or proper contract management. The Department is attempting to achieve a better balance among program types and to respond to needs for day care, particularly for school age day care.

## IX. RECOMMENDATIONS FOR NEXT STEPS

1. The Department of Social Services will further analyze its policies and practices to ensure they provide incentives and support to families to remain self-sufficient. This is critical in light of the state's limited resources and the built-in disincentives to the reduction of dependency on AFDC. The net state cost of subsidized day care services to non-AFDC working families is significantly less than the cost of supporting those families if they become welfare dependent.

2. The Department of Social Services will work co-operatively, through its Voucher Demonstration Project, with private industries willing to encourage employment opportunities to AFDC recipients at salaries adequate to actually get families off of AFDC. The current mean monthly income of employed AFDC families ($500) is slightly lower than the minimum wage which will be in effect in January, 1980 ($3.35 per hour). Under present Department of Public Welfare AFDC policies, an AFDC family of four can earn up to $18,580 annually and still be eligible for AFDC benefits.*

3. The Department of Social Services will explore a policy of prioritizing eligibility for employment-related day care. The options include providing priority to single parent heads of household who utilize day care for employment related reasons, since a major portion of the population utilizing publicly subsidized day care is single parent heads of household. An additional option would be to give day care eligibility priority to AFDC recipients with the greatest capacity for earning adequate incomes.

4. In its evaluation of the sliding fee schedule, the Department of Social Services will pay particular attention to the impact of the fee schedule on the utilization of day care services by single parent heads of household families and families with mulitple children in publicly subsidized day care.

5. The Department of Social Services wishes to encourage the placement of AFDC recipients in training programs and jobs which provide upward mobility and increased earning capacity in order to decrease dependency on AFDC. We will be working with the Departments of Public Welfare and Manpower Development to assist their efforts in this endeavor.

6. The use of part-time day care will be analyzed more closely to ascertain whether care can be provided more appropriately and cost-effectively through alternate child care models and/or programs. The Department of Social Services will focus particular attention on the possibility of cooperative arrangements with local school systems in the development and expansion of school-age day care.

* Department of Public Welfare, FY 82 Budget Request, page 67.

7. The Department of Social Services' staff will attempt to identify alternative child care resources within the Commonwealth, and to develop coordinated use of these resources in order to match more precisely child and family characteristics with funding sources and child care programs. Resources which may provide more effective and appropriate services to families utilizing day care for non-employment related reasons include Head Start and Department of Education special needs programs (766)

8. The Department of Social Services will increase its provider training and technical assistance efforts in order to ensure more accurate application of service need eligibility criteria to families needing day care for non-employment related reasons. The demand for affordable child care far exceeds the supply, and some providers appear to have occasionally misapplied service need criteria in order to provide day care services to families in need of support services. Providers will be monitored carefully to assure that they meet the Department of Social Services requirements for documenting service needs.

9. Department of Social Services' staff will analyze regional and area utilization of non-protective day care services for protective service reasons. The Department is reviewing protective service day care models, as well as management requirements, in order to develop efficient and cost effective protective day care services and standards.

10. Since this is the first information collected on the use of day care by foster families, the Department of Social Services will conduct further analysis of the use of day care by this sub-population and will review individual service plans of children in foster care and day care to determine whether child care is appropriately included in the service plan. The Department will also be reviewing this area in order to develop policies regarding the use of day care by foster families.

11. With the growing number of working mothers, it is important that the Department move toward meeting these needs. To this end, the Department has prioritized the expansion of infant-toddler and school age day care slots in FY 81. Family day care, the most flexible type of day care (because it can serve children of different ages) has also been identified as a priority. Further analysis of area needs for day care services by program type is being conducted by each Region, and will form the basis for more detailed resource and program data for FY 82.

## APPENDIX A

| SERVICE NEED: | TOTAL POPULATION | AFDC POPULATION | NON-AFDC POPULATION |
|---|---|---|---|
| **EMPLOYMENT & TRAINING RELATED** | | | |
| Employment | 53% | 43% | 72% |
| Training | 18% | 23% | 10% |
| ABE | (2)* | (2) | (1) |
| College | (9) | (11) | (6) |
| CETA | (3) | (3) | (2) |
| WIN | (1) | (1) | (0) |
| Other | (3) | (5) | (1) |
| Employment & School | 2% | 2% | 2% |
| Seeking Employment | 1% | 2% | 1% |
| Total | 75% | 69% | 84% |
| **CHILD FOCUSED** | | | |
| Protective | 8% | 9% | 7% |
| Disabled Child | 2% | 2% | 1% |
| Emotionally | (2) | (2) | (1) |
| Physically | (.2) | (.3) | (.1) |
| General Developmental Needs | 8% | 11% | 5% |
| Total | 18% | 22% | 13% |
| **INCAPACITATED PARENT** | | | |
| Physical disability | 2% | 3% | 1% |
| Emotional disability | 4% | 5% | 1% |
| Total | 6% | 8% | 3% |

* The numbers shown in parenthesis are breakdown of the percentages listed for the more general heading above them; for example, the percentage of 2% for AFDC Disabled Child breaks down to 2% emotionally disabled and .3% physically disabled.

## APPENDIX B: METHODOLOGY

The findings presented in this Profile Analysis are based on an extensive data collection and analysis effort conducted over the past three months by the Department of Social Services Day Care Sliding Fee Scale Staff, with the technical assistance of Centre Research, Inc. The data provide a detailed aggregate profile of the consumers of publicly subsidized day care on July 1, 1980. Information analysed included family income, AFDC status, family size and day care service needs drawn from the Social Service Applications (SOC-3) and the Day Care Consumer Questionnaires completed by day care providers under contract with the Department of Social Services. (Attachments A and B)

The results reported represent a follow-up of the earlier Population Profile Analysis which preliminarily examined all families using publicly subsidized day care as of April, 1980. The present findings, however, are significantly more precise and reliable than the April data, providing for the first time a sophisticated analytical data base upon which Massachusetts' Day Care Policy can be developed.

The findings are more accurate than previous efforts for three essential reasons.

1. Sampling Precision - A statistically random stratified sample was drawn from the total population of relevant day care slots. A sampling ratio of 21.7 was established resulting in 3,304 Title XX slots stratified by region, profit/non-profit status, daily reimbursement rates, and program type. For purposes of statistical analysis, potential errors due to over representation within any of the data cells of the sampling design were eliminated through mathematical differential weighting. This sophisticated methodology is reflective of classical established sampling procedures and meets the standards of the most rigorous statistical examination.*

2. Instrument Precision - A questionnaire was designed to obtain more reliable, standardized responses to the Department's SOC-5 and SOC-5A forms. The instrument was developed, piloted, refined, and implemented to provide accurate reporting on part and full time enrollment status in all day care contracts, the number of foster and familial children, and reason for day care. Accurate and careful reporting is essential in yielding accurate population inferences.

3. Data Procedures - Errors frequently occur in the actual coding, key punching, and sorting of large population samples. This source of error is distinct from errors that might be derived in data collection or sampling and can distort findings of the most carefully conducted study. The data procedures employed in the analysis of the July, 1, 1980 data involved multiple cross-checks and reviews. Actual hand sorting for errors was undertaken prior to any analysis.

For the three reasons stated, these results represent the most careful and systematic examination of the Massachusetts day care population to date.

* See: Mildred Parten, Surveys, Polls, and Samples: Practical Procedures, 1950.
Seymour Sudimon, Applied Sampling.

Attachment A

Commonwealth of Massachusetts
DEPARTMENT OF SOCIAL SERVICES

# SOCIAL SERVICE APPLICATION and INCOME VERIFICATION

| Area Office/Agency Name, Address | | |
|---|---|---|
| STATE AGENCY | DISTRICT | CONTRACTOR IDENTIFICATION NO. |
| | | |

## 1. APPLICANT IDENTIFICATION

| NAME: LAST | FIRST | MI | TELEPHONE NO. | MEDICAID IDENTIFICATION NUMBER: REGION | OFFICE | CATEGORY | CARD HOLDER NO. |
|---|---|---|---|---|---|---|---|
| | | | | | | | |

| ADDRESS: NO. | STREET | APT. | CITY | STATE | ZIP CODE |
|---|---|---|---|---|---|
| | | | | | |

## 2. HOUSEHOLD INFORMATION (List all family members dependent on income)

| | NAME | SOCIAL SECURITY NO. | DATE OF BIRTH | RECEIVING SERVICE | RELAT. TO Applic. | ADULT /CHILD | SPECIAL CHAR. |
|---|---|---|---|---|---|---|---|
| 01 | | | | | | | |
| 02 | | | | | | | |
| 11 | | | | | | | |
| 12 | | | | | | | |
| 13 | | | | | | | |
| 14 | | | | | | | |
| 15 | | | | | | | |
| 16 | | | | | | | |
| | | | | | | | |
| | | | | | | | |

## 3. INCOME

Day Care Services: Complete for All Applicants
All Other Services: Complete for Applicants Not Receiving Financial Assistance

| Appl. ID. CODE | TYPE OF INCOME | CODE | GROSS MONTHLY INCOME | VERIFIED | DATE |
|---|---|---|---|---|---|
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |

| FAMILY SIZE: | GROSS MONTHLY INCOME FROM TABLE 3 | TOTAL $ | GROSS MONTHLY INCOME |
|---|---|---|---|
| | | | |

## 4. ELIGIBILITY STATUS (Check only one code)

| FINANCIAL ASSISTANCE RECIPIENTS | INCOME ELIGIBLE RECIPIENTS: MEDICAL ASSISTANCE ONLY | INCOME ELIGIBLE RECIPIENTS: OTHER | WITHOUT REGARD TO INCOME |
|---|---|---|---|
| 01 ☐ SSI/OAA 02 ☐ AFDC | 06 ☐ MA/OAA 06 ☐ MA/AFDC | 00 ☐ Cuban Relief 04 ☐ General Relief | 35 ☐ Adult 36 ☐ Child |
| 03 ☐ SSI/DA 21 ☐ SSI/AB | 07 ☐ MA/DA 08 ☐ MA under 21 | 23 ☐ Vietnamese Cambodian Relief 31 ☐ Income eligible | INELIGIBLE RECIPIENTS |
| | 22 ☐ MA/AB | | 50 ☐ Income ineligible |

I certify under penalty of perjury that the above information is correct and complete to the best of my knowledge. I will immediately report to this agency any change in income or family size. It is my understanding that the information contained herein will be reviewed by the Department of Social Services and that this form constitutes an application for social services. All the above information will be held in confidence. I have been informed of and consent to the conditions described on the back of this form.

SIGNATURE OF APPLICANT OR GUARDIAN ..... DATE .. SIGNATURE OF WORKER ..... DATE ...

| APPLICATION DATE | DETERMINATION DATE | DETERMINATION MADE BY | REDETERMINATION DATE | ELIG. CODE | SERVICE CODE |
|---|---|---|---|---|---|
| | | | | | |

Form SSC-3 (revised 5/80)

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I certify under penalty of perjury that the above information is correct and complete to the best of my knowledge. I will immediately report to this agency any change in income or family size. It is my understanding that the information contained herein will be reviewed by the Department of Social Services and that this form constitutes an application for social services. All the above information will be held in confidence. I have been informed of and consent to the conditions described on the back of this form.

Yo certifico bajo pena de perjuria que toda la información que yo ha dado en esta aplicación es completa y correcta. Yo prometo reportar inmediatamente cualquier cambio en mi ingreso u tamaño de mi familia. Entiendo que la información citada aquí va a ser revisada por el Departamento de Servicio Sociales y que constituye una aplicación para servicios sociales. Toda esta información es confidencial. Me han informado de, y me sujetó a, las condiciones escritas al otro lado de esta forma.

(Esta es la declaración que aparece en inglés al fondo de la forma).

THE FOLLOWING STATEMENTS MUST BE READ BY/TO THE CLIENT/APPLICANT BEFORE HE/SHE SIGNS THIS APPLICATION FOR SOCIAL SERVICES:

1. The information requested on the application, service plan and reassessment forms will be used:
   a. to determine and to document your financial eligibility for social services under Title XX of the Social Security Act;
   b. to identify other types of services and benefits for which you may be eligible, including Supplemental Security Income (SSI) and Medical Assistance (Medicaid);
   c. without personal identifying information, as part of statistical data to plan and manage the state's Title XX Services Program.
2. This information will be held in two places:
   a. in a case file in the agency where you are applying for services;
   b. in a central file and on a computer, maintained and operated by the Department of Public Welfare.
3. All agency personnel who have access to this information to collect, record, process, analyze or disseminate are required by federal law not to use the information for any purpose other than purposes directly connected with the administration of the program. In addition to agency personnel, only authorized state and federal personnel will have access to records with personal identifying information.
4. The information you are providing will be held strictly confidential to protect the privacy of you and your family as required under the Governor's Executive Order 111 (Fair Information Practices) and the Interim standards on Privacy and Confidentiality promulgated by the Executive Office of Administration and Finance. Except as provided above, no one will be given access to your record without your consent.
5. You are required to furnish this information in order for the Commonwealth to comply with the regulations for Title XX of the Social Security Act (45 CFR 228). If you withhold this information, it may not be possible for this agency to provide the social services for which you are applying. This information will enable the Commonwealth to receive federal reimbursement to assist in paying the costs of providing services to you.
6. The agency to whom you submit this information will answer any questions you may have concerning how and why it is held and used. You have the right to object to the type of information held and used, and the manner in which it is held and used.

LO SIGUIENTE TIENE QUE SER LEIDO POR EL CLIENTE/APLICANTE ANTES QUE EL/ELLA FIRME ESTA APLICACION PARA SERVICIOS SOCIALES:

1. La información que pedimos en la forma de aplicación, plan de servicio, y formas de reavalúo se va a usar
   a. Para determinar y para documentar su elegibilidad financial para servicios sociales bajo titulo veinte del acto de Seguro Social;
   b. Para identificar otros tipos de servicios y beneficios para los cuales usted puede ser elegible incluyendo Ingreso de Seguro Suplemental (SSI) y Asistencia Medica (Medicaid).
   c. Sin información que lo pueda identificar, como parte de data estadistical para planear y administrar el Programa de Servicios estatal de Titulo Veinte.
2. Esta información se va a mantenér in dos sitios:
   a. En un archivo de casos en la agencia donde aplicó para servicios;
   b. En un archivo central y en una maquina calculadora, mantenida y operada por el Departamento del Bienestar Publico.
3. Todo el personal de la agencia que tienen acceso a esta información para colectar, archivar, procesar, analizar o diseminar esta información están requeridos por ley federal usar la información para el proposito de administración del programa y no para otros propositos. Los unicos que puedan examinar records con información personal que lo pueda identificar van a ser personal de la agencia y personal estatal y federal con autorización.
4. La información que usted está proveyendo se va a tratar estrictamente confidencial para la protección de su privacia y de su familia como requerido bajo la Orden Ejecutiva del Gobernador 111 y los estandards interinos de privacia y confidencialidad promulgada por la Oficina Ejecutiva de Administración y Finanzas. Con la excepción de lo que y está citado, nadie puede examinar sus records sin su permiso.
5. Usted está requerido proveer esta información para que el Mancomunidad pueda cumplir con las requalciones del Título Veinte (45 CFR 228). Si no provee esta información, no va a ser posigle para esta agencia prestar los servicios sociales por los cuales usted está aplicando. Esta información va ayudar el Mancomunidad recibir fondos federales para asistir en el pago de los costos de los servicios que prestamos a usted.
6. La agencia a quien usted le va a dar esta información le puede contestar preguntas que usted tenga sobre como se va a usar la información. Usted tiene el derecho a protestar el tipo de información colectada y la manera en que se usa esta información.

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Attachment B

The Commonwealth of Massachusetts

Department of Social Services

150 Causeway Street

Boston, Mass. 02114

Mary Jane England, M.D.

Commissioner

INSTRUCTIONS FOR COMPLETION OF THE DAY CARE CONSUMER QUESTIONNAIRE

The purpose of this questionnaire is to gather information on the families enrolled, on July 1, 1980, in your _____ program only. One of the enclosed Day Care Consumer Questionnaires must be completed for each family enrolled in this program. Please disregard the Contractor Identification Number entered on each form; this number is for the use of the Department of Social Services only.

The validity of any recommendations we make depends on the accuracy of your response. Unfortunately, in the past our data collection forms and instructions may have been confusing. This questionnaire has been carefully designed to avoid past problems, and contains all major responses in an easy-to-complete format. Although the questionnaire is long and repetitious, after the first few times you use it you will find it can be answered quickly and easily. Please study the questionnaire carefully and thoroughly before completing it so that you are aware of the range of responses. We would appreciate your using the available responses whenever possible.

It may be necessary to consult with the family, who will be the primary source for unclear or unavailable information, in order to answer the questionnaire accurately. If the family has withdrawn from your program since July 1st, please review all available records to obtain the information. If a social worker from the Department of Social Services or another agency has contact with a parent whom you do not normally see, please request the information from the social worker. If you have done all you can but are unable to obtain the answer to a specific question, please leave the space blank, and specify reasons for inability to obtain that information on the last page of the questionnaire. (See Q-16)

PLEASE NOTE:

- In the space for applicant I.D. Number (Q-2), you should enter the unique code number which identifies the specific family. This should be the same number entered on the SOC-3 and SOC-5 forms which you sent to us in June for that family.

- Only if child(ren) are enrolled in your program part-time, please enter a "PT" to the right of the family's applicant identification number (Q-2).

- When indicating the reason for day care (Q-15), please indicate the primary, or most important reason for which the parent or caregiver needs day care. In the case where both parents, or more than one adult share child care responsibility, please consider the mother as the primary caregiver, and indicate her reason.

- When indicating full- or part-time involvement in Q-15, (i.e., reason for day care), please use as a guideline for part-time, less than 30 hours per week. We understand these 30 hours are not limited to in-class hours but should also include library time and other relevant activities in the case of school or training. We understand that there is not a hard and fast distinction between full-time and part-time; please use your best judgement in these situation.

On the top of each questionnaire please put the name of the person responsible for completing the form. Please include a phone number where s/he can be reached, in case we need to contact him/her regarding this imformation. You need only specify that telephone number on the top questionnaire.

Susan Blandy will be available to answer any questions or problems you may have regarding the Day Care Consumer Questionnaire. Please contact her at 727-0674 or 727-0683 any time between 9 AM - 5 PM.

## Day Care Consumer Questionnaire

Last name of person filling out this questionnaire:

Mr/Ms_____

Q-1 Contractor Identification Number:

_____

Q-2 Family's applicant identification number: (specify the same number for this family that was used on the SOC-3 form)

_____

Q-3 Does this family have any foster children enrolled in a publicly subsidized day care program? (circle number)

1. No
2. Yes

If No, skip to Q-5 below

(If Yes)

Q-4 How many foster children does this family have enrolled in this contract/program type? (specify)

_____ Foster Child(ren)

Q-5 How many foster children does this family have enrolled in other contracts/program types within this agency? (specify)

_____ Foster Child(ren)

Q-6 Does this family have any foster children enrolled in another publicly subsidized day care program? (circle number)

1. No
2. Yes

If No, skip to Q-9 below

(If Yes)

Q-7 How many foster children does this family have enrolled in another publicly subsidized day care program? (specify)

_____ Foster Child(ren)

Q-8 Please specify the name and the applicable program type(s) of the other agency in which those foster children are enrolled:

_____ Agency's Name

_____ Program Type #1

_____ Program Type #2 (if applicable)

Q-9 Does this family have any of <u>their own children</u> enrolled in a publicly subsidized day care program? (circle number)

1. No
2. Yes

If No, skip to Q-15 below

(If Yes)

Q-10 How many of <u>their own children</u> does this family have enrolled in this contract/program type? (specify)

_____Child(ren)

Q-11 How many of <u>their own children</u> does this family have enrolled in other contracts/program types within this agency? (specify)

_____Child(ren)

Q-12 Does this family have any of <u>their own children</u> enrolled in another publicly subsidized day care program? (circle number)

1. No
2. Yes

If No, skip to Q-15 below

(If Yes)

Q-13 How many of <u>their own children</u> does this family have enrolled in another publicly subsidized day care program? (specify)

_____Child(ren)

Q-14 Please specify the name and the applicable program type(s) of the other agency in which those children are enrolled:

_____ Agency's Name

_____ Program Type #1

_____ Program Type #2 (if applicable)

Q-15 What is the <u>single, most important reason</u> that this family's child(ren) is/are enrolled in your day care program? (circle most appropriate number only)

1. <u>Parent</u> who would ordinarily care for child(ren) <u>works part time</u>.
2. <u>Parent</u> who would ordinarily care for child(ren) <u>works full time</u>.
3. <u>Parent</u> who would ordinarily care for child(ren)<u>attends Adult Basic Education classes (e.g., G.E.D., E.S.L) part time</u>.

4. Parent who would ordinarily care for child(ren) attends Adult Basic Education classes (e.g., G.E.D., E.S.L.) full time.

5. Parent who would ordinarily care for child(ren) attends college part time.

6. Parent who would ordinarily care for child(ren) attends college full time.

7. Parent who would ordinarily care for child(ren) is enrolled in a CETA Training Program part time.

8. Parent who would ordinarily care for child(ren) is enrolled in a CETA Training Program full time.

9. Parent who would ordinarily care for child(ren) is enrolled in a WIN Training Program part time.

10. Parent who would ordinarily care for child(ren) is enrolled in a WIN Training Program full time.

11. Parent who would ordinarily care for child(ren) is enrolled in other public or private training program part time.

12. Parent who would ordinarily care for child(ren) is enrolled in other public or private training program full time.

13. Parent who would ordinarily care for child(ren) works and attends school/training.

14. Parent who would ordinarily care for child(ren) is physically incapacitated.

15. Parent who would ordinarily care for child(ren) is emotionally incapacitated.

16. Child/ren requires/require protective services.

17. Child/ren has/have special needs due to physical disability.

18. Child/ren has/have special needs due to emotional disability.

19. Child/ren has/have special needs due to mental retardation.

20. Child/ren has/have general developmental needs.

21. Other (specify)_____

_____

_____

Q-16 Please identify the reason(s) for any missing answers to the preceeding questions: (Circle number)

1. Records not available; Family's child/ren no longer enrolled in this day care program.
2. Protective service situation; social worker would not release pertinent information.
3. Other (specify)_____

_____